REPORT

OF THE

STATUS OF WOMEN OFFICER

UNIVERSITY OF TORONTO
JULY 1, 1991 - AUGUST 31, 1992

LOIS REIMER
SEPTEMBER 1992

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REPORT OF THE STATUS OF WOMEN OFFICER
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I INTRODUCTION

The Status of Women Office was established in 1984 by President David Strangway. In taking this initiative Dr. Strangway was responding to continuing questions about the closure for budgetary reasons a few years earlier of the Equal Opportunity Office, and about the reality of the University's commitment to the elimination of discriminatory practices. Much of the impetus came from a group of administrative staff, faculty and students organized as the Ad Hoc Committee on the Status of Women at the University of Toronto, which urged Presidential action to address inequities experienced by women at the University and to promote policy development in areas of particular relevance to women.

Dr. Strangway was receptive to these approaches. He wanted to ensure a strong and effective University human rights stance in the light of recently amended Provincial legislation, and saw the addressing of women's issues as critically important to this process. He was also sensitive to the need for an early response to another emerging issue on campus, sexual harassment.

The timing was opportune for an entirely separate and happy reason: 1984 was the centenary of the admission of women students to the University of Toronto, and the beginning of an academic year which would be marked by celebratory events across the University.

President Strangway met with the Ad Hoc Committee and others both on- and off-campus, and in June 1984 informed the Governing Council of his intention to create a Status of Women Office. In a memorandum to the Committee on Campus and Community Affairs (a predecessor of the University Affairs Board) he proposed the following general responsibilities:

- to advise the President on issues and concerns relating to the status of women at the University of Toronto;
- to act, when requested or approached, as a focal point in matters affecting women on the campus and, as appropriate, to recommend action to the President or to other University officers;
- to initiate, encourage, and assist research into the status of women at the University of Toronto;
- to organize and sponsor events relating to women at the University of Toronto;
- to develop a file of relevant resource material;
- to provide liaison with the external community and be spokesperson for the University on matters respecting the above.

With the deletion of the fifth point as a specific function - it being assumed that resource material would naturally accrue to the new office and also be available elsewhere on campus - these responsibilities essentially continue to form the Officer's terms of reference.

Plans included a "part-time senior level appointment with appropriate administrative support". The Officer would report to the President and, it was anticipated, would be assisted by "an advisory body representative of the University community". While there were reservations expressed about the part-time factor given the range of tasks envisaged, the news was otherwise warmly received: "It's a wonderful gift from President Strangway to the University for the 100th anniversary of women on campus." (Quote in *The Bulletin*, June 25, 1984.)

After consulting with colleagues and receiving suggestions from the Ad Hoc Committee, Dr. Strangway announced my appointment as Status of Women Officer in August 1984. The demands of the position clearly called for a full-time commitment and soon precluded other duties in the President's Office. For example, the size of the Officer's constituency alone was (and is) formidable: over 30,000 women students, faculty and staff. An Advisory Committee to the Status of Women Officer was formed in the spring of 1985; the Committee, which I appoint and chair, is drawn from across the University.

I meet periodically, and as necessary in emergencies, to review plans and perspectives with the President, to whom I submit an annual report. As described below, I also work extensively with other members of the senior administration. Part II deals with my activities during 1991/92. With the Presidential review of the Status of Women Office in mind, I have tried in Part III to draw some general conclusions about the role and functions of the Office throughout the eight years of my term.

I I ACTIVITIES

Following the format of previous reports, I have grouped the issues, events, and projects that have engaged the Office's attention since July 1991 according to the terms of reference as currently defined for my position. The report covers an additional two months to coincide with my decision to take early retirement on August 31, 1992.

I was on leave for most of November and December 1991. Jane Abray, Associate Professor of History, Scarborough College, and a member of my Advisory Committee, was Acting Status of Women Officer during my absence. All of us who know and care about the Status of Women Office and the work it does are enormously indebted to Professor Abray for interrupting her research leave to come into the Office and do its work so splendidly.

a) Advising the President and other senior administrators on issues and concerns relating to the status of women at the University

• Policy and Procedures on Academic Appointments

The Office continued to be actively involved in 1991/92 in the protracted discussions of amendments to the Policy. In earlier submissions to the Special Committee to Review the Policy and Procedures on Academic Appointments (the Yip Committee), my Advisory Committee expressed interest in and made suggestions concerning a number of features of the Policy. In recent months we turned our attention to the tutor/senior tutor category, noting that it is the one teaching group where women are well-represented. Our Employment Equity Policy states that the University will "endeavour to ensure that University policies and practices do not have an adverse impact on the *participation and advancement* (italics added) of designated group members." This intent is reflected in the policy proposed by the Yip Committee: "the University of Toronto is committed to achieving a more representative distribution

with respect to, for example, gender and minority groups, in teaching staff complement *across ranks and appointment categories* " (italics added).

Speaking to the Academic Board in January, I referred to data that had been presented on tutors and senior tutors: the 105 women reported in these categories represent nearly 25% of all female teaching staff, while the 91 men are about 5% of the total males. In view of the disproportionate number of women "frozen" in positions with little opportunity for career advancement or security, I mentioned the risk that the Policy and Procedures on Academic Appointments might run counter to the Employment Equity Policy and have an adverse impact on a designated group. This association of the tutor issue with employment equity was echoed at the time by the UTFA Status of Women Committee, but has, in my view regrettably, not figured in subsequent discussions. However, other questions which have been raised around tutors and their employment conditions generated further administrative proposals and concerned debate.

- **Policy and Procedures: Sexual Harassment**

One of the sections which occupied a good deal of time during the University Affairs Board's consideration of the (draft) revised Policy had to do with definitions of sexual harassment, and with conduct that does not fall within the bounds of sexual harassment recognized in the draft.

At the University Affairs Board in December, Jane Abray expressed concern with the way it was proposed to involve the Sexual Harassment Officer in complaints of conduct outside the policy definitions. While agreeing with the need for action in these cases, she believed that the individual exercising direct authority (dean, supervisor, etc.) should be responsible. Professor Abray seconded Sexual Harassment Officer Paddy Stamp's concern that the Officer not be assigned excessive and inappropriate discretionary power that would risk compromising her essential neutrality. I spoke at the January meeting of the University Affairs Board on the importance of ensuring that the administrative officer to whom conduct outside the policy is referred does indeed act on the complaint and report on its disposition to the person(s) who initiated the referral. Similar advice came from other quarters, and contributed to the further deliberations of the Policy drafting group.

The revised Policy and Procedures: Sexual Harassment was approved by the Governing Council on June 25, 1992. The definition of sexual harassment is not significantly changed, but the Policy does make explicit some procedures for dealing with conduct that does not constitute sexual harassment as defined by the Policy but that emphasizes sex or sexual orientation in a way that adversely affects the working or learning environment.

- **Gender Issues**

Paddy Stamp and I assisted Provost Joan Foley in a presentation to Principals, Deans, Directors and Chairs in April. Topics included sexual harassment, with particular emphasis on those sections of the proposed Policy having to do with institutional responsibility and administrative involvement in certain circumstances; behaviour outside the scope of the Policy; responses and initiatives, both centrally (orientation guidelines, non-academic discipline) and within divisions (decanal task forces in Applied Science and Engineering and in Management, the feminist perspectives "Bridge" program in Law, the Gender Issues Committee in Graduate Studies). I believe it was the first time that PDD&C has dealt with these issues at any length, and it will be important to build on this beginning, particularly given the key role administrators can be expected and obliged to assume.

- Child Care

At the President's request I devoted a significant portion of time during the past year to the issue of child care. My report, "Child Care and the University of Toronto - A Working Paper" was presented to the Vice-President, Human Resources, in December. As I explained in my covering letter to Professor Michael Finlayson, my aim in producing a "working paper" was to examine the leading issues and propose an array of possible solutions to which others in the University can bring further insights and essential resources. I demonstrated how and why child care is an equity issue that the University must recognize in order to live up to its policy commitments. The paper concluded:

> "While prime responsibility for the provision and funding of child care services properly rests in the public sector, the University's role as both educational institution and employer is significantly enhanced - particularly given the current inadequacy of the necessary services and facilities in the broader community - by a determination to take what policy and other steps are possible to ensure for students, faculty and staff the maximum opportunity to combine academic and career goals with family life."

Professor Finlayson has reviewed my paper with senior colleagues, and is actively exploring some of the initiatives proposed. While remaining acutely aware of the University's financial circumstances, I believe it is essential to press for changes that will improve the way we are able to respond to needs in this area.

(An executive summary of the child care paper is attached to this report as Appendix A.)

- **Professional Development for Administrative Staff Women**

Another area on which the President asked me to focus this year is that of "gender and promotional and career opportunities within the administrative staff." I regret that time ran out before I was able to give the subject the attention it needs, and produce anything like a detailed, informed report.

The University surely has a stake in encouraging and tapping employee excellence in all fields and at all levels. As they are a majority of the administrative staff - but not of its upper ranks - women should naturally benefit, in proportion to their numbers, from measures to enhance opportunities for this constituency.

Among the substantial issues which surface very quickly from even a cursory look at the situation of the administrative staff is the particular nature of the university work environment itself. Perhaps the most obvious feature is the presence of two distinct career streams, one which might be described as person-based and the other position-based. In one stream promotion, including financial promotion through the ranks, occurs while the same job is performed - presumably better and better - year after year; in the other, the individual normally must change jobs in order to advance. This is not a difficult distinction to grasp, but it is a fundamental one.

The obvious challenge, then, for the University is to recognize that members of *each* stream have legitimate career aspirations, and to ensure that they have equivalent opportunities to realize their potential, and make the maximum contribution to the University, however different the paths may be.

The business of universities is teaching and research, and in the main the people who run the business are members of the faculty. These are givens. However, a common result is an "academic ceiling" which, like the frequently-termed glass ceiling that keeps women from rising to the top, can be a frustratingly real barrier to employees without academic rank or advanced degrees. That there are administrative positions traditionally closed to career administrators, regardless of their talent and experience, and traditionally held by academic staff members who "cross over" into administration for terms of varying duration, is a fact of contemporary university life with major implications for the careers of all its members.

This is the context in which creative and aggressive measures must be developed with respect to all levels of the administrative staff, measures such as (but not limited to):

- leaves for full-time study, formal or self-directed, or for undertaking relevant projects;
- educational assistance up to and including graduate and professional work;
- lateral moves and transfers (when appropriate to widen the options, on an exchange basis with other institutions);
- the development of a Human Resources data base that includes (and regularly updates) educational attainments and other qualifications and experience, and ideally permits career "tracking";
- an active appreciation on the part of all heads of divisions and those with managerial or supervisory responsibilities of the different career models, needs, and opportunities they see around them. (One method of demonstrating this awareness is through regular and well-thought out performance reviews.)
- implementation of a number of the recommendations in the Report of the Employment Equity Working Group for Non-Unionized Administrative Staff, including: "Clearly articulated career paths and corresponding information on qualifications and experience requirements to facilitate career planning"; ". . . opportunities for developmental assignments (e.g. secondments, underfills, development positions").

These are clearly large topics - many with resource implications - and I have barely scratched the surface. I have also not singled out women for particular attention. As I indicated earlier - and elsewhere in this report - administrative staff women tend to be concentrated in the traditional classifications and lower salary ranges. Tradition also continues to assign them the major responsibility for household and family. These factors make the challenge of ensuring women equitable access to career choice and advancement all the more critical (while also underlining the kinds of needs identified in the child care project).

My regret at leaving these issues is tempered by the confidence that others with similar concerns, and happily more expertise, will see to it that the task is not abandoned. An example "close to home" is Marilyn Van Norman, Director of the Career Centre, who has recently agreed to be Acting Status of Women Officer pending a permanent appointment, and who has expressed a particular interest in the subject of professional development.

- **Human Rights**

Concern about the University's response to human rights matters is not new. It is interesting to recall that President Strangway placed women's issues in the context of human rights, but as a discrete part, and established the Status of Women Office as the first in a series of necessary steps. More recently, the Report of the Presidential Advisors on Ethno-cultural Groups and Visible Minorities (the Wayne-Rossi Report), the University Affairs Board's Special Committee on Human Rights and Student Societies, and the Presidential Advisory Committee on Race Relations and Anti-Racism Initiatives have prompted renewed discussion.

With colleagues working in the areas of aboriginal students, employment equity, personal safety, persons with disabilities, race relations, and sexual harassment, I have been considering a proposal put to us by the President to bring our seven units or services together into a formal association designed to provide a visible, collective approach to issues and problems across the broad human rights spectrum. The significant differences among the offices involved, in everything from functions to reporting relationships to constituencies served, will make the task of formulating the most effective arrangement a complex and sensitive one.

- **Women In Engineering**

I had a part in planning, and subsequently attended, a Women In Engineering Workshop at the University of Guelph in June. The project, which was designed to promote change and to improve the atmosphere for women studying engineering, involved twelve Ontario institutions and was funded on a matching basis by the Ministry of Colleges and Universities. Topics discussed included: increasing the numbers of women faculty members, graduate studies, safety/environment, transition to professional employment, and backlash issues.

While on the subject of engineering, a new award was established this year in the Faculty to recognize outstanding achievement by a woman student in Mechanical Engineering. Les Quatorze Award, named for the fourteen women slain at l'Ecole Polytechnique on December 6, 1989, is given by Mrs. Clarice Chalmers, who also sponsors the Wallace G. Chalmers Engineering Design Awards. (When the University's Policy on Student Awards was amended in 1986, the changes included the addition of a provision permitting the establishment of awards for members of specific designated groups, such as, for example, awards to attract, assist, or recognize women in programs in which they have traditionally been under-represented.)

- **Provostial Review Committee of the Faculty of Medicine**

I spoke to the Review Committee this spring, and responded to its draft report. Some of my comments respecting the role and experience of women in the Faculty of Medicine, based on cases and situations reported to me, appear in the Review Committee's final report: "Incidents and complaints about discriminatory and offensive behaviour suggest that for many women in medicine 'a chilly climate' is a harsh reality." The report went on to indicate that "any such weaknesses and failings" could be redressed through curriculum renewal, teaching, student affairs, and recruitment.

I have also met with the recently-formed Faculty of Medicine Gender Issues Committee which advises the Dean and the Faculty about concerns in the areas of education, career development, and research.

- **Provost's Consultative Committee on the Environment**

In early May the Consultative Committee discussed the "Halifax Declaration", which emerged from an international meeting of university representatives on the role of universities with regard to the environment and development. When the matter was brought to my attention by a colleague I was reminded of women's frequent exclusion from power and the decision-making process, as well as their particular vulnerability in the face of environmental destruction. I wrote to the Committee suggesting that any endorsement or statement of principles include a specific reference to gender equity in recognition of the founding and continuing role of women in the environmental movement. The Committee agreed to attach my memorandum to its recommendation of support for the Halifax Declaration, which went forward to the President and Vice-Presidents for consideration.

This was an admittedly modest intervention on my part in an area in which I would not ordinarily be involved. However, it is an example of the breadth of issues on which I am invited or expected to take some action in response to the concerns of members of the University community.

- **Advisory Committee to the Status of Women Officer**

(The 1991-92 membership of the Advisory Committee is listed in Appendix B.)

The Advisory Committee remains a solid source of ideas and energy, practical criticism and encouraging support. Members' terms are not fixed but are more dependent on interest, availability, and constituency (so as to ensure a wide cross-section); perhaps a third of the Committee is replaced each year. We have had eleven meetings of the full Committee since September, and in addition sub-groups have concentrated on specific topics. Advisory Committee members contributed significantly to some of the matters already described: academic appointments, sexual harassment, child care, and a restructuring of our institutional approach to human rights concerns. Other issues making regular appearances on the Committee agenda included personal safety and gender-neutral language.

This spring we worked closely with Assistant Vice-President - Student Affairs David Neelands and his staff on student orientation guidelines. These activities can have "animal house" features leading to discomfort, alienation, and fear. Incoming students bring a tremendous diversity of backgrounds, experiences, and preferences which orientation leaders must recognize and respect.

The Committee has viewed recent videos dealing with sexism and "chilly climate" issues as potential educational tools when working with various campus constituencies on problems that are still all too frequently reported. Committee member Joan Lax, Assistant Dean and Director of Admissions at the Faculty of Law, chairs a group appointed by the Provost to examine the undergraduate student experience, and John Kirkness, the Provost's Advisor on Undergraduate Education, has joined the Advisory Committee for some of these discussions.

As part of its planning of the observance of the event, the Committee established the "December 6th Educational Fund" with the proceeds from the sale of roses and memorial buttons. Just under $2,300 was collected and placed in a trust account. As this was the first year some necessarily *ad hoc* arrangements and decisions were required, and Jane Abray and my assistant Terri LeClair made them all with care, imagination and dispatch. The purpose of the fund is to support projects for change on issues related to women and violence; signing authority rests with the Status of Women Office, and disbursements are recommended by a sub-group of Advisory Committee members

who are not themselves expected to be in a position to apply for assistance. To date, contributions totalling approximately $1,650 have been made from the fund toward the March 3rd Teach-in on Sexism and Violence Against Women, the printing of posters and brochures for the protective skills series "Taking Our Space" (St. George) and "Finding New Voices" (Scarborough), and the "For Safety's Sake" education project for cleaning staff (all campuses). The latter activities were co-ordinated by the Personal Safety Awareness Officer, Susan Addario. It is anticipated that the balance of the funds raised in December 1991 will be spent on education and training activities associated with orientation.

In November Jane Abray prepared the Advisory Committee's submission to the Academic Board's Special Committee to Review the Smith Report. (Dr. Stuart Smith headed the AUCC Commission of Inquiry on Canadian University Education.) The Smith Report devoted five (of 63) recommendations to issues relating to women in universities: improving the attitude toward women on campus, mathematics and science curriculum, promotion into positions of authority, attractiveness of academic careers for women, women's studies and gender-balanced subject matter. Professor Abray commented in detail on each of these sections, and described initiatives at the University of Toronto in the areas identified.

Noting the range of matters of concern and its time constraints, the University's Special Committee elected to focus on other items in its response to the Smith Report, and was silent on women's issues. I conveyed our disappointment to the Academic Board at what we considered an unfortunate omission, and suggested that the Special Committee's report would have been "strengthened and enhanced by the inclusion of some of the positive things that are happening with respect to women."

The Committee has taken an active interest in Hart House, including the 1991 review and the subsequent search for a new Warden. We enjoyed hearing in June from Jan Nolan, Director of Program Activities, about plans to celebrate the 20th anniversary in 1992/93 of the admission of women as members.

Some members of the Advisory Committee have begun to meet on an informal basis with the UTFA and UTSA Status of Women Committees, joined on occasion by representatives interested in women's issues from the Association of Part-time Undergraduate Students, Graduate Students' Union, Students' Administrative Council, and the Women's Centre. As a group, we wrote to the Minister of Colleges and Universities to voice our concern and regret that educational equity was deleted as an eligible category for consideration under the Ontario Transitional Assistance Fund. We have also received a paper prepared by UTSA on family-related policies and concerns in human resource areas. There are obviously a number of opportunities for this kind of collective attention and effort, including with respect to women who have just come to the University and are interested in meeting others and forming new affiliations.

In a rare but not inappropriate move to events off-campus, the Advisory Committee wrote to Anita Hill commending her on her courage and her contribution, at the U.S. Senate hearings, to a greater understanding of the nature, prevalence and effects of sexual harassment as a barrier to real equality. Also during the past year, the Advisory Committee discussed threats to initiatives by the City of Toronto Safe City Committee. Acting on the Advisory Committee's recommendation, President Prichard wrote to Mayor Eggleton noting the University's own commitment of resources - in the face of a dramatically deteriorating financial situation - to combat problems around intimidation of and violence against women, and expressing the hope that the report from the Safe City Committee would be given "serious and supportive consideration" by City Council. There was widespread community concurrence with the Safe City Committee proposals, which after vigorous debate were unanimously endorsed.

b) Initiating and assisting research into the status of women at the University

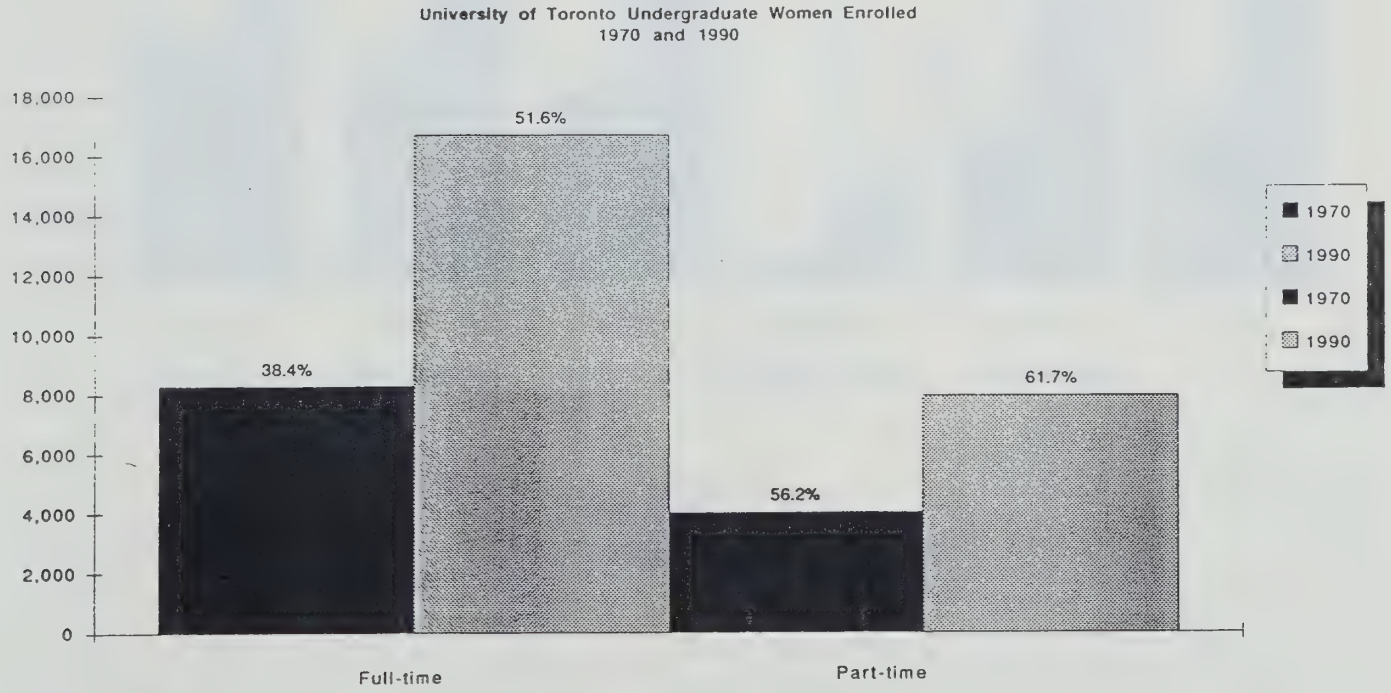
Having listened to the discussions of what constitutes "research" during the Academic Board's review of the Policy and Procedures on Academic Appointments, I approach this section of my report with some new and natural trepidation! I have set as my task from the beginning the collection and presentation - including by colleagues in the course of their own activities - of *information* which might spark interest and lead to further analysis, enquiry, policy development, delight or disappointment.

On the statistical side I have concentrated on fairly basic data showing where in terms of numbers, programs, ranks, and categories women students, faculty and staff are found.

- **Students**

The most dramatic changes have occurred with respect to enrolment. Women students have been in the majority since 1983 and were 53.7% overall in the winter session 1991/92. Ratios of course vary among undergraduate and graduate, full-time and part-time, and fields of study. Table 1 indicates the growth in female undergraduate enrolment over a twenty-year period.

Table 1

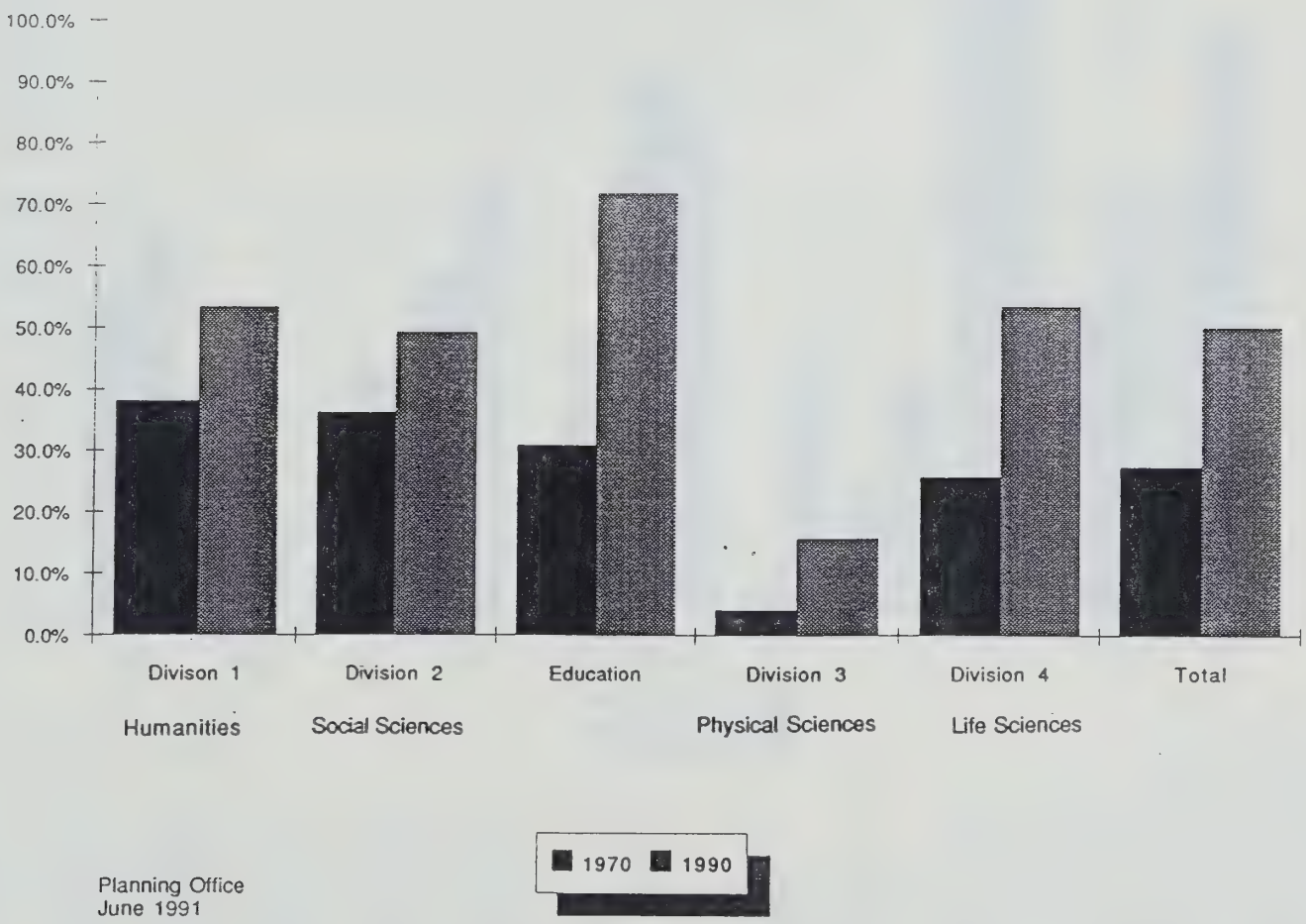


Planning Office
June 1991

At the graduate level, Table 2 reveals climbs in the enrolment of women in every division of the Graduate School, even Division III (Physical Sciences) where they nonetheless remain a small minority.

Table 2

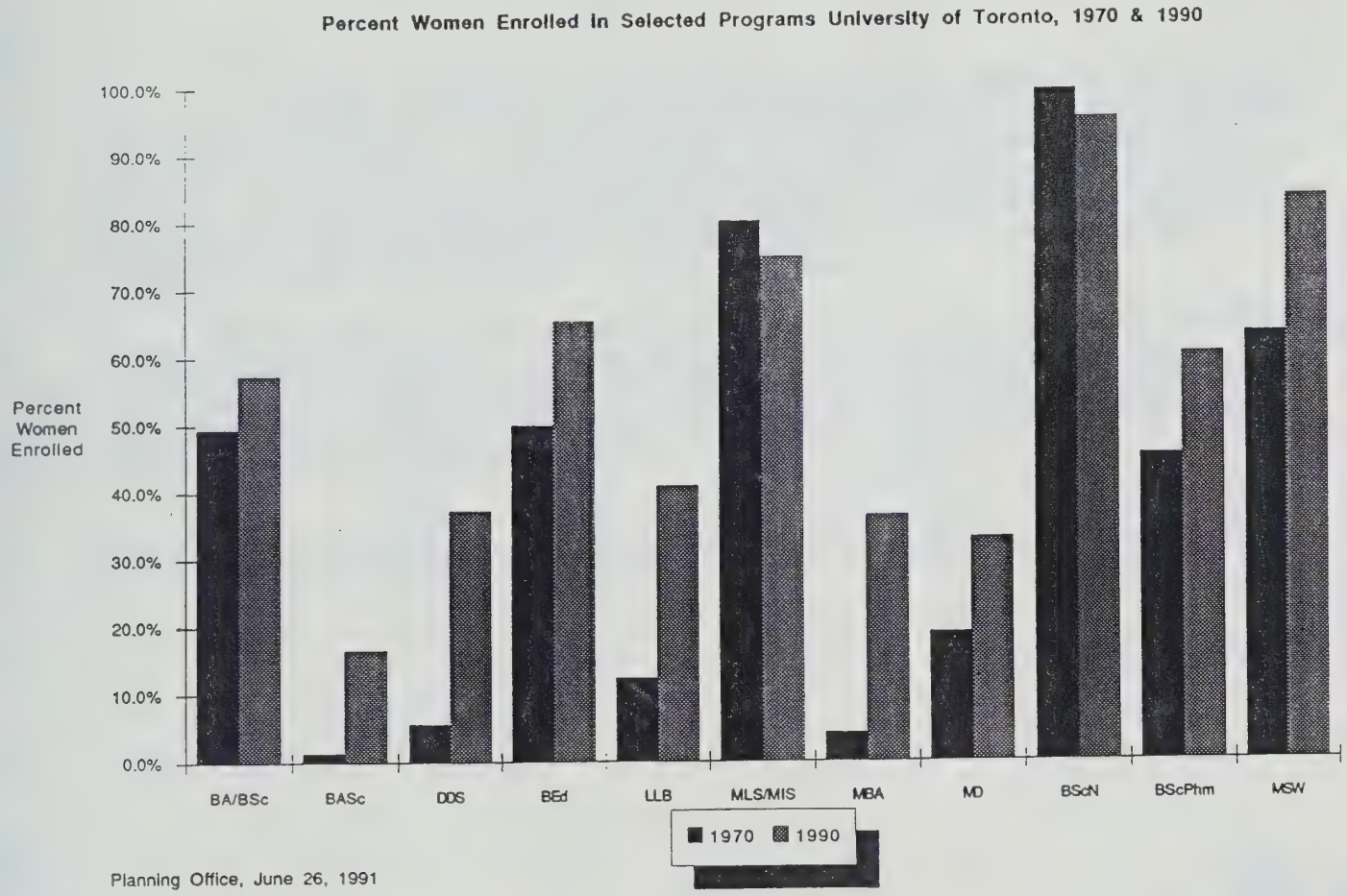
Percent Women in Graduate Programs
University of Toronto, 1970 and 1990



Planning Office
June 1991

Representation in selected programs, again over twenty years, is shown in Table 3. There has been a particularly striking rise in the numbers of women in Applied Science and Engineering, Dentistry, Law, and Management, and less marked but still significant increases in Medicine and Pharmacy. Among the fields which have traditionally attracted a high proportion of women, Education and Social Work continue to do so, while Library Science and Nursing have experienced slight drops.

Table 3



The demographic changes have, not surprisingly, had an impact on both the academic and the professional scene. In previous annual reports I have mentioned the Gender Issues Committee established by the Council of the School of Graduate Studies in 1989, and the 1990 decanal Task Force on Women and Professional Image in Engineering. This January the Dean of the Faculty of Management named a Women in Management Task Force "to assess a number of areas of concern pertaining to the status, environment, roles and opportunities of women in the Faculty, and to develop recommendations for constructive change."

Formal efforts such as these at the University of Toronto - and others elsewhere - to examine ways of encouraging greater participation by women in the classroom and in the workforce and to look at the implications of this greater participation generate wonderful qualitative data including anecdotal accounts ranging from impressions of orientation to relationships with thesis supervisors, and from course content to the problems associated with combining academic work and family responsibilities. Dr. Monique Frize, who holds the Northern Telecom/NSERC Chair in Women in Engineering at the University of New Brunswick, titled her Report of the Canadian Committee on Women in Engineering *More Than Just Numbers*. Her Foreword to the Report refers to the "process of enlightenment as they [the Committee members] listened to women recounting their experiences." Universities have much to gain from this process.

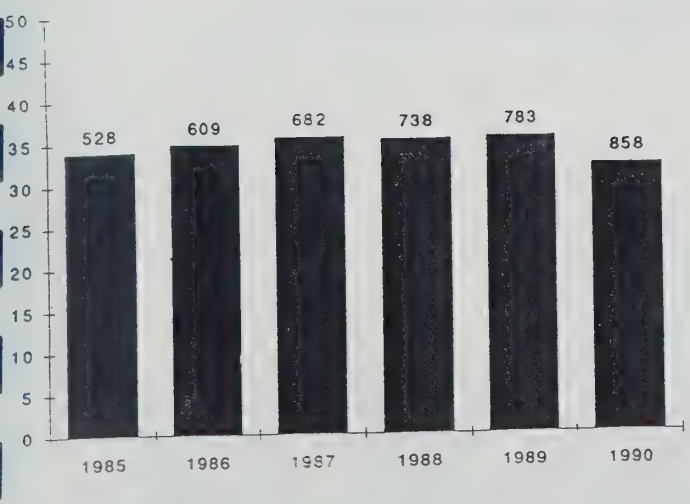
- **Faculty**

In presenting comparative statistics on the male/female profile of the teaching staff I have selected a shorter time frame chiefly for two reasons. Movement has been slow rather than dramatic: in recent decades the numbers of women faculty have crept up, not soared as in the case of students, and a twenty-year graph would reveal little more than the length of the task ahead. Secondly, it seems reasonable to focus on the period that the Status of Women Office has existed and has - along with others within and outside the University - worked for change.

Table 4 shows the total numbers and percentages of women receiving Canadian doctoral degrees 1985-1990 in relation to the numbers and percentages of women hired into junior tenure-stream positions at the University of Toronto 1986/87 - 1991/92. The data are presented somewhat differently, and broken down by general field of study as defined by Statistics Canada, in Table 5.

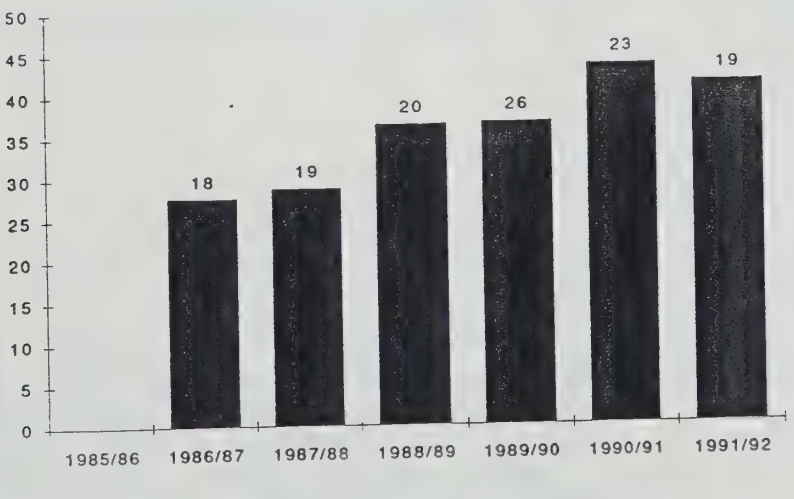
Table 4

Women Receiving Doctoral Degrees in Canada and Tenure Stream Hires into Junior Positions at the University of Toronto



Doctoral Degrees (Canada)

Source: Universities: Enrolment and Degrees
Statistics Canada Catalogue 81-204

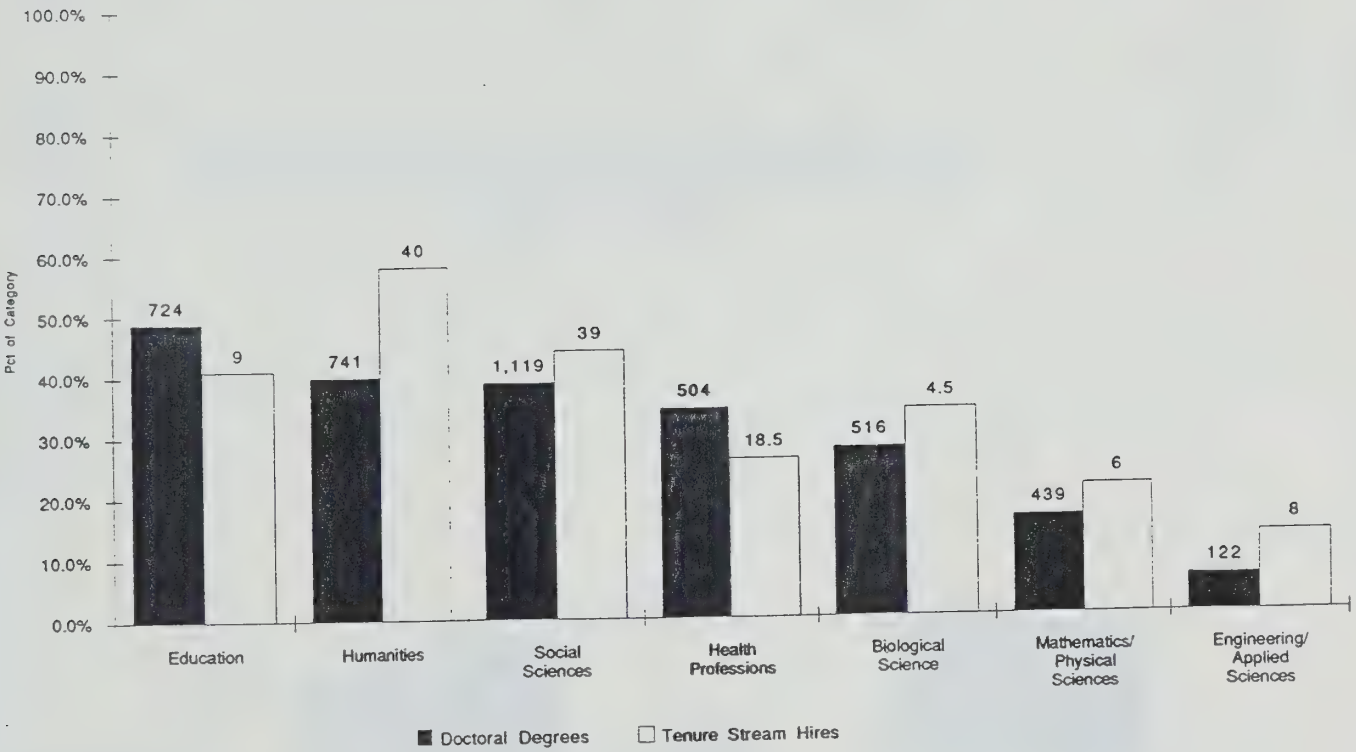


Junior Tenure Stream Hires (U of T)

Source: Vice-President and Provost

Table 5

Women Receiving Doctoral Degrees in Canada and Tenure Stream Hires into Junior Positions at the University of Toronto (1986 - 1992)



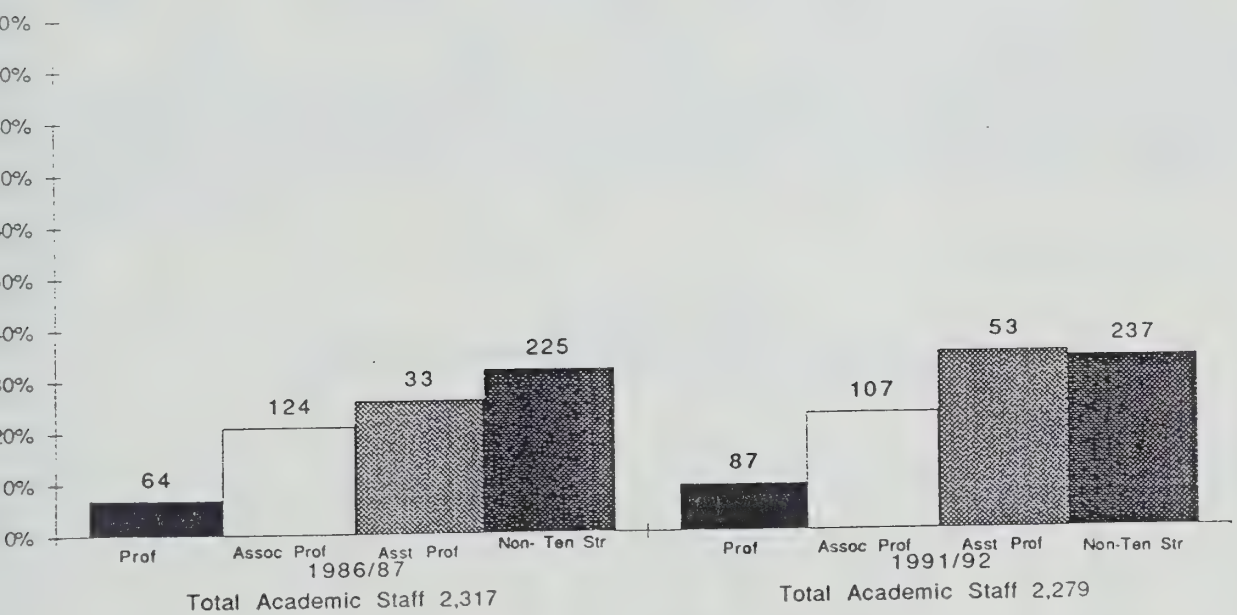
Source: Universities: Enrolment and Degrees, Statistics Canada Catalogue 81-204 and Vice-President and Provost

Doctoral graduates, or enrolment in doctoral programs, are often used to indicate the supply of potential recruits for academic careers. These numbers, however, significantly under-represent the actual "pool", which is cumulative over time and includes those employed in other capacities and still seeking permanent faculty appointments. Canadians completing doctoral or other preparatory work elsewhere, and foreign students in Canada, also complicate the process of determining the "pool".

The latest six-year averages indicate that the University of Toronto is hiring above the national rate of doctoral "output" in the Humanities, Social Sciences, Biological Sciences, Mathematics/Physical Sciences, and Engineering/Applied Sciences. Table 6 shows the impact on the male/female make-up of our full-time academic staff. The fact that 35-40% of recent tenure-stream hires are women is reflected in the increase in the Assistant Professor column; in the absence of individual "flow through" analyses of the curious fluctuations at the Associate Professor level, the explanation might be promotions from Associate to Full Professor. However, even with what will be interpreted as the good news of Tables 4 and 5, fewer than one in ten (87 of 949) of our tenured Full Professors are female, and nearly one of every two women is in a non-tenure-stream position.

Table 6

NUMBER AND PERCENTAGE OF WOMEN ACADEMIC FULL-TIME STAFF
(Including Medicine and Dentistry, Excluding the Federated Colleges)
1986/87 and 1991/92



Source: Age/Salary Reports, October 1986 & November 1991
Human Resources Department.

Notes:

- In 1986/87, 49.55% (221 of 446) of the female academic full-time staff and 74.99% (1403 of 1871) of the male academic full-time staff were tenured or in the tenure stream. In 1991/92, the comparable figures are 51.03% (247 of 484 women) and 73.82% (1325 of 1795 men).
- As the figures represent "snapshots" on particular dates, some increases, decreases or shifts within or between categories may in part reflect the timing of promotions, terminations, new hires, returns from leave or other variables.

On the dearth of women faculty, and the implications for women students, the Council of Ontario Universities' handbook *Employment Equity for Women* has the following to say:

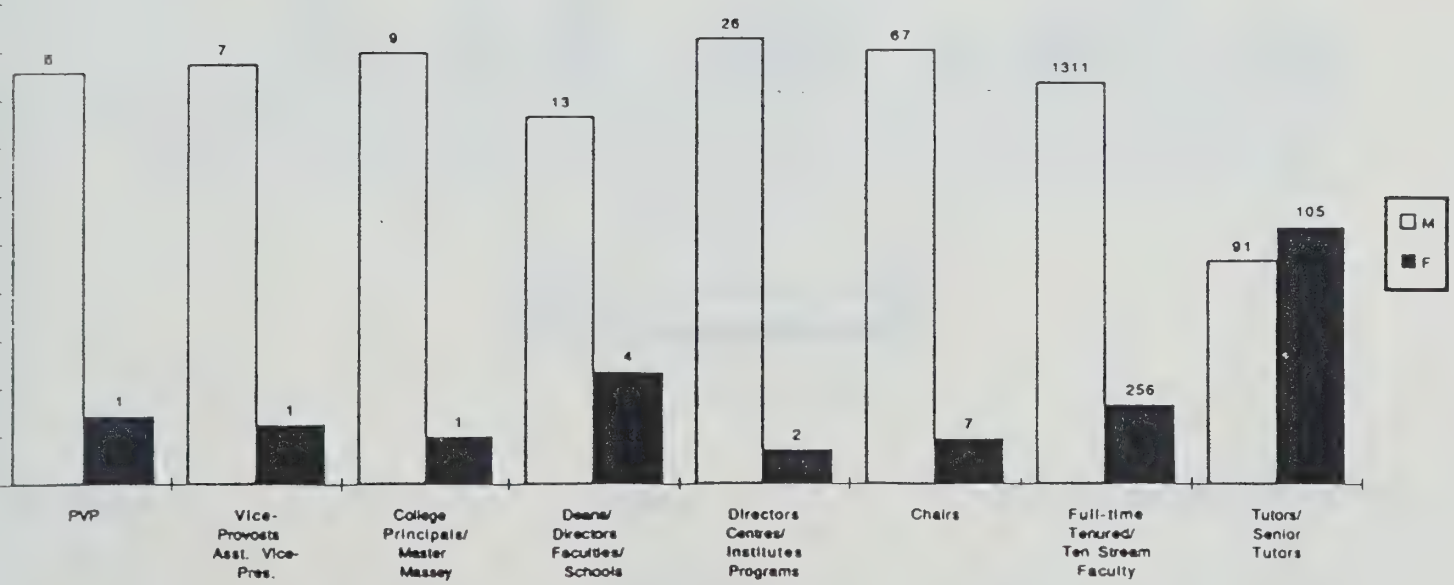
> "The corpus of knowledge taught in the university has been put together, mostly by men, for purposes related to a public world which has generally been a male domain. Students, among whom women now form a majority overall, are taught by instructors who are mostly men.
>
> "The university's assumptions about the autonomy of instructors can, in practice, mean a lack of attention to misogyny so long-established it is often genuinely invisible to its practitioners."

I will not dwell on the research findings concerning the importance of mentors and models, the differing university experiences and subsequent career choices of men and women, the sense of isolation and alienation experienced by small minorities, or the inordinate demands placed on women faculty and academic administrators who are called on and feel obliged to serve on committees and cover other duties where a representation of both sexes is desirable. (The burden placed on the tiny number of women faculty and academic administrators who are not white is heavier still.)

Finally, I have mentioned my Advisory Committee's entering the tutors/senior tutors debate from the perspective of employment equity. Table 7 was distributed to the Academic Board at the time, and shows the numbers and percentages by sex of academic staff from the Presidential and Vice-Presidential level through various academic administrative ranks to tenured and tenure-stream faculty and finally to Tutors and Senior Tutors.

Table 7

University of Toronto
Academic Administrators (Including Acting) and Teaching Staff



Source: Status of Women Office, January 17, 1992

It is widely accepted that these imbalances require attention. The nature and extent of that attention - if we are to achieve any real change in our lifetimes - remain the subjects, on a good day, of vigorous discussion, and on other occasions of heated dispute.

- **Administrative Staff**

All non-unionized administrative staff, whether part of a job class series (e.g. Accountant, Building Services Officer, Laboratory Technician, Secretary) or designated "single incumbent", are placed in a salary grade or range. Two-thirds of the administrative staff are women, and of these (Table 8) over two-thirds in turn are concentrated in four salary grades which include clerical, secretarial, clerk-typist, laboratory assistant, and administrative assistant positions. My concern with women in the administrative staff has therefore been with rank and distribution.

Table 8

FEMALE & MALE COUNT BY SALARY GRADES FOR FULL TIME
NON-UNIONIZED ADMINISTRATIVE STAFF - MARCH 1992

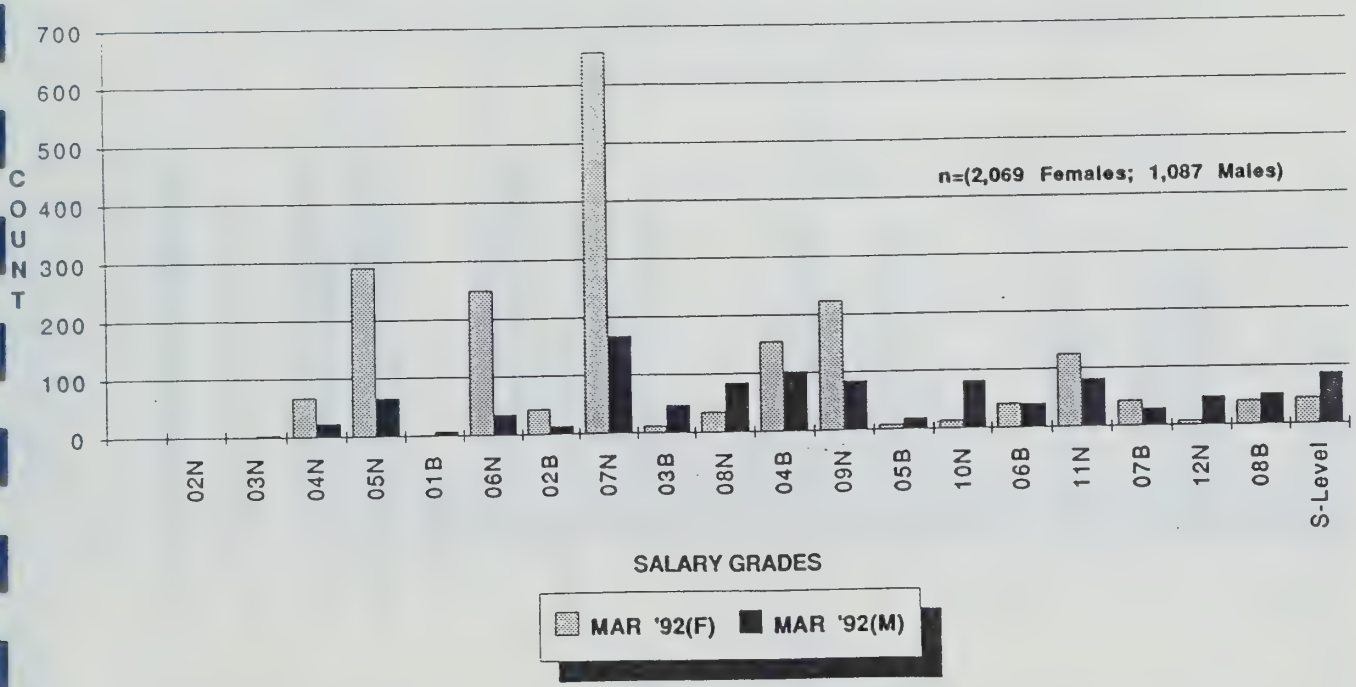


CHART M/F MAR '92 5/28/92 J.Y. Binks / Compensation Research

Pay equity is a component of employment equity. A number of female dominant job classes were upgraded under the University's pay equity plan. As reported in the amended plan posted in April 1990, approximately 2,700 employees received adjustments ranging from 4.6% to 44.7%, with an average increase of 11.7%. Table 9 shows the changes from March 1989 (prior to any adjustments) to March 1992 (following final staged adjustments in January 1992). The two lowest salary grades, 02N and 03N, have been vacated entirely, and some of the other shifts reflect the moves of groups of staff from 06N to 07N, from 04B to 09N, and from 06B to 11N. The positions involved include Administrative Assistants, Clerks, Laboratory Technicians, and Secretaries.

Table 9

Women as a Percentage of Total by Salary Grade for Full Time Non-Unionized Administrative Staff - Pre and Post Pay Equity (March 1989 and March 1992)

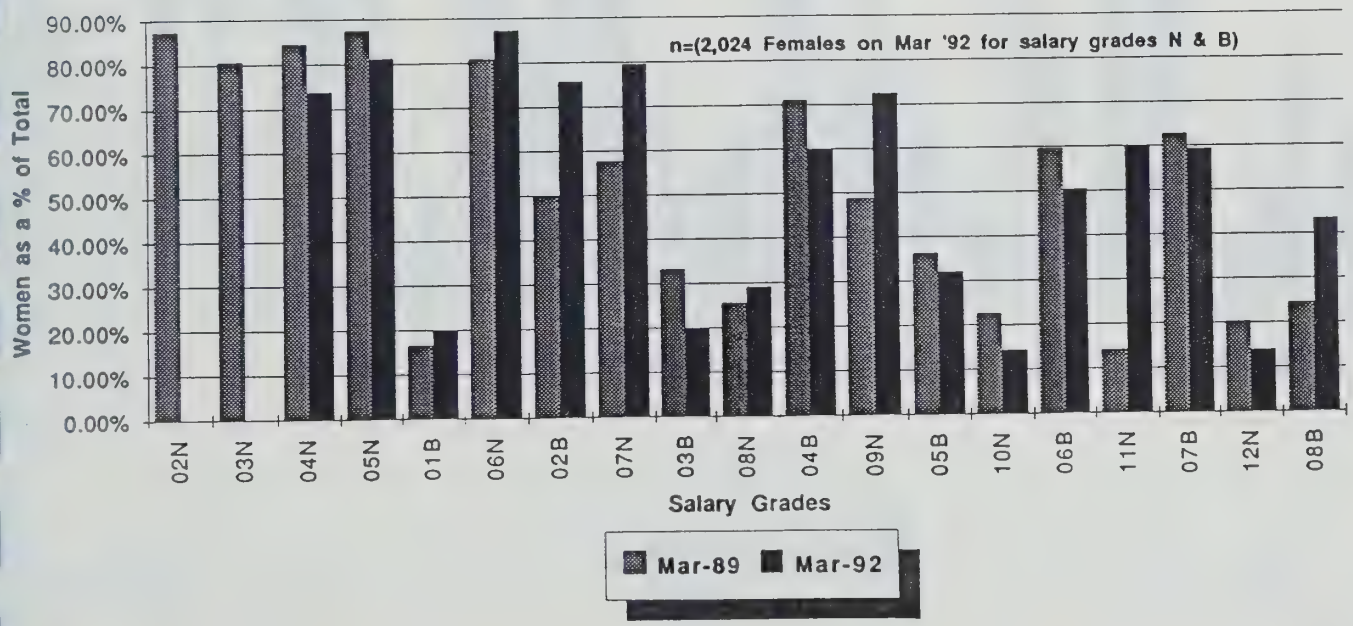
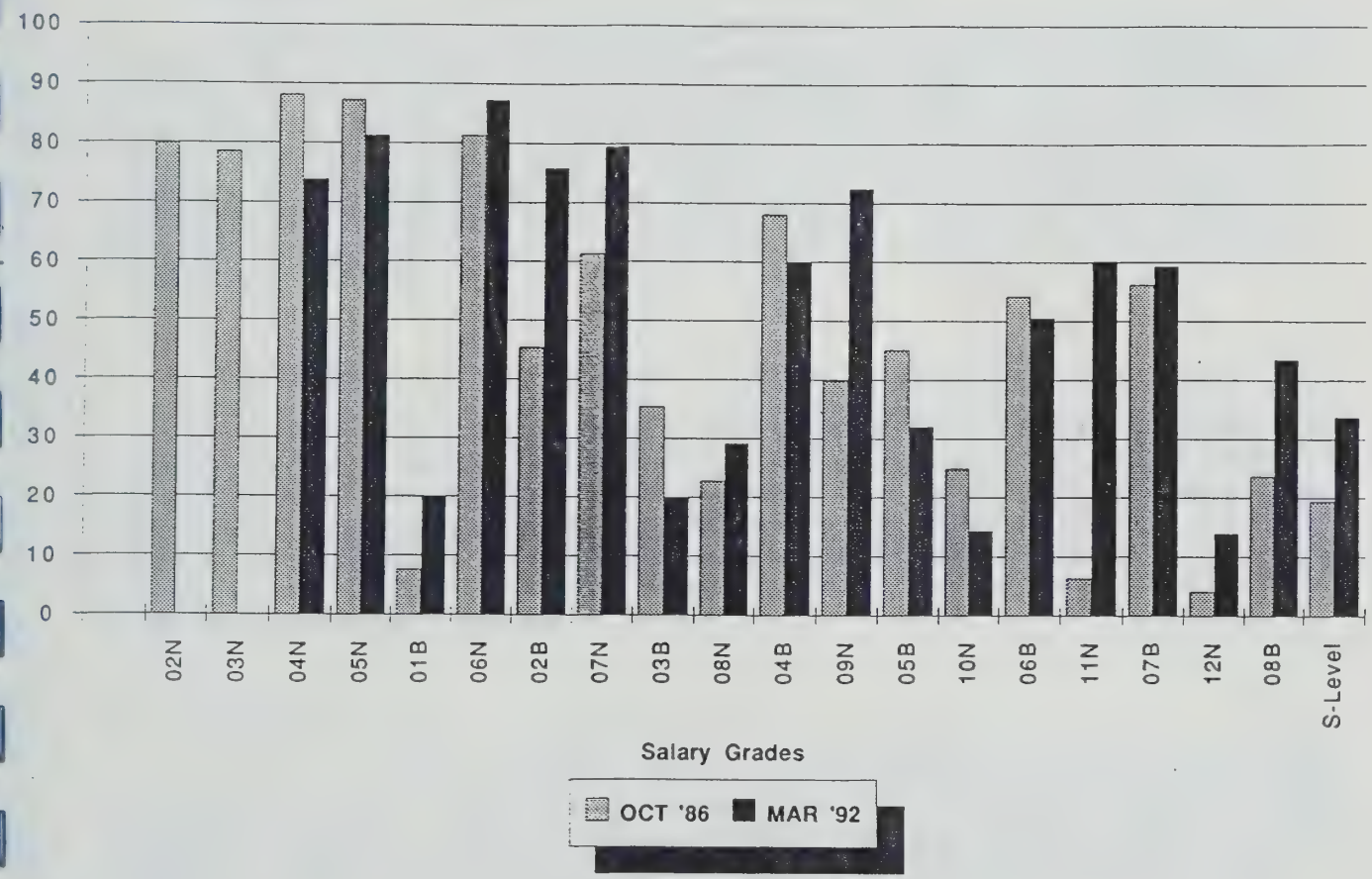


CHART PRE/POST P.E 5/28/92 J.Y. Binks / Compensation Research

Table 10 compares women full-time non-unionized administrative staff now with six years ago, when I provided data in my first report. Several of the differences are attributable to the pay equity exercise, but there has undoubtedly been other movement as well. The S-level at the extreme right (approximately 150 people) is interesting: it has grown about 17% overall since 1986, but the proportion of women at this level has risen 80%.

Table 10

Women as a Percentage of Total
Full Time Non-Unionized Administrative Staff
By Salary Grade - October 1986 and March 1992



CHT 86/92 Female (%)

6/19/92

J.Y. Binks / Compensation Research

Snapshots such as these will I expect look increasingly rudimentary as more sophisticated analyses and reports emerge in the process of establishing goals and timetables to bring the composition of the University's workforce into compliance with its Employment Equity Policy.

c) Organizing and sponsoring activities relevant to women at the University

- **U of T Day**

The Status of Women Office has been a regular participant in U of T Day. Our plans this year to develop an exhibit entitled "A Safer Campus in A Safer City", in cooperation with Toronto's Safe City Committee, were modified when the latter had to devote its energies in early fall to internal matters and was not able to join us. Thanks in the main to the dedicated efforts of Kathleen Mason of the Campus Police, who this past year also coordinated the student patrol and escort service known as Walksafer, a booth was set up on the steps of Convocation Hall featuring display materials from the Personal Safety Awareness Office, the Sexual Harassment Office, the Status of Women Office, and Walksafer.

- **December 6 Memorial**

In October 1991 the House of Commons and the Senate declared December 6 a National Day of Remembrance and Action on Violence Against Women. Members of my Advisory Committee formed the core of a small planning group which organized a memorial service for the University in Convocation Hall; Terri LeClair of the Status of Women Office looked after a myriad of practical details. The large attendance (estimated at 800 - 1000) suggests that many feel the need to come together to reflect and mourn as a community. News that a female student was attacked and stabbed in a University building on the eve of the service added a frightening and painful note of immediacy to the event.

- **Teach-In**

The Office took part in organizing "Still Speaking Out: Teach-In on Sexism and Violence Against Women". The Teach-In - one of two held this year - was on March 3 to coincide with events marking International Women's Day on March 8. Sessions dealt with matters such as inequities in the classroom, sexual harassment and the law, pro-feminist men's initiatives, strategies for resisting sexism and racism during orientation, the crucial relationship between graduate students and their supervisors, women's history, and "political correctness".

- **Newsletter**

Again with editorial assistance from a student employed under the Ontario Work Study Plan, I produced two issues of my newsletter *Equity Matters*. One featured child care, both on-campus and in the wider community, and one included articles on women graduate students and financial assistance, a First Nations women's speakers series sponsored by the Women's Studies Program at New College, and the upgrading of women's locker and change room facilities at Hart House.

- **Recognition/Celebration of Outstanding Women**

I continue to watch for opportunities to highlight the contribution and achievement of women, particularly but not exclusively those with some University of Toronto association. In recent years, for example, the Office has successfully put forward candidates for honorary degrees and YWCA Women of Distinction Awards. As a nominator, I attended the ceremony in Ottawa in October when Professor Ursula

Franklin received a Governor General's Award in Commemoration of the Persons Case, and I proposed a name for consideration for the Vanier Medal of the Institute of Public Administration of Canada (which has to date been awarded to 29 men and one woman).

The Status of Women Office also once more arranged "U of T tables" at the LEAF (Women's Legal Education and Action Fund) Persons Day Breakfast and the YWCA Women of Distinction Dinner.

d) Representing the University both internally and externally in women's activities

and

Communicating and working with other individuals involved with women's issues both inside and outside the University

i) Internally

During 1991/92 I continued or began to serve on the following committees:

- Advisory Committee on Personal Safety
- Users Committee for the Renovation and Expansion of the Locker and Change Room at Hart House
- Female Faculty Salary Review Committee (as an assessor)
- Gender Issues Committee (School of Graduate Studies)
- Presidential Advisory Committee on Race Relations and Anti-Racism Initiatives (PACRRARI)
- Women in Management Task Force

I am a member of the University of Toronto Women's Action Committee (formerly the Ad Hoc Committee on the Status of Women at the University of Toronto), and endeavour to maintain links and explore common causes with representatives interested and active in women's issues from faculty, staff, and student groups. The Office was once again able to contribute financially to Lesbian, Gay and Bisexual Awareness Week organized by the Committee on Homophobia.

My early association with the Women's Centre during the period of its establishment at 49 St. George Street has revived. Members of the Women's Centre collective have recently indicated an interest in developing a more active liaison with the Status of Women Office. I welcome this move, as I believe that a vibrant Women's Centre can be an effective complement to the work of this Office.

In an effort to keep up with policy and other developments across the University so that I can provide informed and effective advice (and to maintain the profile of the Office), I regularly attend the Provost's meetings of Principals, Deans, Directors, and Chairs, the Governing Council, the Academic and University Affairs Boards, and less frequently but as occasioned by its agenda, the Business Board.

I generally enjoy good relations with the campus press, and do not hesitate to write letters to the editors to applaud, correct, reproach, or support.

While I see my main role to be at the policy, administrative, and committee level, I am naturally approached from time to time by individuals seeking advice or help with a personal concern or grievance. These instances in my case are infrequent, but each can matter a great deal and call for a comparable amount of time and care.

ii) Externally

During the past year I have met with the Council of Ontario Universities' Status of Women Committee, the Senior Women Academic Administrators of Canada, the Ontario Advisory Council on Women's Issues, and the Canadian Advisory Council on the Status of Women. I attended the annual workshop of the Canadian Association of University Teachers' Status of Women Committee on the theme "Climate: Dealing with opposition to the inclusive university". (Discussions at the workshop prompted the joint meetings referred to earlier involving members of my Advisory Committee with the UTFA and UTSA Status of Women Committees.) I have been a member for many years of the Canadian Association of College and University Student Services. At the invitation of the Ontario Confederation of University Faculty Associations, Paddy Stamp and I wrote an article for the OCUFA newsletter on sexual harassment, with a focus on policy development and faculty associations.

The Status of Women Office is obviously seen as an early point of contact by governmental, professional, or voluntary agencies concerned with women's issues and the University: the Canadian Federation of University Women, the YWCA, the Royal Commission on Reproductive Technologies, and the Women's Legal Education and Action Fund, to name a few. I was invited to speak to Toronto Hospital staff on the climate for women in an institutional setting. Fielding enquiries - from students doing school projects, researchers writing papers, and counterparts at other universities grappling with common problems - is a frequent, essential, and demanding part of the job. The media too inevitably come alive, questions popping and deadlines hovering, just when other nameless things have broken loose and persistent callers hoping for the exposé of the day are not high on one's wish list.

III REMEDYING THE INEQUITY

The heading for this concluding section comes from Rosalie Abella's 1984 Royal Commission Report *Equity in Employment.* The passage reads: "It is in the act of remedying the inequity that we show our commitment to equality. In this sense, inactivity, however it is translated into defensive public or private rhetoric, is an acceptance of inequality".

a) Looking Back

The following excerpts from previous reports highlight some of the issues with which the Office has been regularly involved over the past eight years. My comments on each indicate the progress that has been made and the continuing implications for the Status of Women Office in the course of remedying the inequity.

> "Two areas clearly of significant concern to large segments of the University community are sexual harassment and security on campus." (June 1985)

• In the spring of 1984 the U of T Sexual Harassment Coalition, made up of representatives of a number of faculty, staff, and student organizations, released "Recommendations for a Sexual Harassment Grievance Procedure at the University of Toronto." The paper led to a long and intricate series of consultative and administrative steps culminating in the approval in 1987 of the University's first Policy and Procedures: Sexual Harassment. The Policy became effective with the appointment of a

Sexual Harassment Officer the following year. The Officer's mandate was spelled out in the Policy, and included informing and educating the University community on what constituted sexual harassment, and handling cases and complaints in accordance with the approved procedures. For the most part incidents outside the Policy, for example, sexist behaviour in the classroom not directed at an individual, continued to be brought to the attention of the Status of Women Office.

The extensive discussion surrounding the original development and more recently the revision of the Policy has done much to promote greater awareness of the issues. As has been noted, my Advisory Committee and I took part in the formulation of the new Policy. It clarifies procedures for dealing with matters not included in the definitions, and the Status of Women Office can expect to be involved with developing the best resolutions in these instances. Indeed, as the range of behaviour classifiable as sexual harassment - even if not so defined by our Policy - continues to be more clearly recognized inside and outside the University, it will become increasingly critical that academic and staff supervisors and administrators receive briefing and assistance in the discharge of their responsibilities.

There is an understandable tendency to equate action against sexual harassment with service to women. In fact the Sexual Harassment Office is available to complainants and respondents of both sexes. The University has been very fortunate in recruiting exceptionally able Sexual Harassment Officers who have not encouraged an adversarial view privileging women over men.

• The position of Personal Safety Awareness Officer was created in 1990. The Officer has become the busy focus of a program of activities aimed at enhancing conditions for everyone at the University through basic physical improvements in the way, for example, of lighting and building access, advice on both structural and landscaping design, education and training of students and staff (with particular attention to those whose schedules add to their isolation or vulnerability in terms of safety), and immediate, informed, and compassionate intervention in crisis situations.

Safety issues can present an unusual challenge on a university campus where people work, study, and live and where traditions of freedom and independence of movement are well-established. Security naturally becomes an even greater concern - and poses additional difficulties - outside of the daylight and more populous hours. During 1991/92 student-staffed (on foot or by van shuttle) escort services were provided on the St. George and Scarborough campuses, while Erindale opted to concentrate on physical improvements and education/awareness programs. I have been part of a working group convened by Susan Addario to examine how best the safety needs of night-time users of the three campuses might be met.

Like the Sexual Harassment Office, the Personal Safety Awareness Office is simultaneously of great importance to women but not an office for women alone. Men generally have different fears around safety than women do, and cultural expectations also make it difficult for men to admit to these in public. These circumstances do not obviate the need for the Personal Safety Awareness Officer to work for men as well as for women. Incidentally, in an early report I noted the observation of a colleague that, while by no means exclusively a women's issue, safety is one "to which the male mind is not as attuned or responsive." Initiatives such as the Men's Forum at this University, the White Ribbon Campaign which enlisted the participation of thousands of men across the country and has begun to raise funds to support service and advocacy programs on behalf of women victims of violence, and Men Walking Against Male Violence, which plans a walk in October, are telling evidence of commitment and change.

> "With respect to sexist attitudes and behaviour, a striking example which came to the Advisory Committee's attention involved a performance by a female stripper during a regularly-scheduled lecture. While its persistent attempts to investigate this (surely) rare occurrence were not entirely successful, the Committee hopes that the questions it raised may encourage a somewhat more discerning attitude in future." (February 1987)

• Also striking about this incident was the curtain of silence that descended around it . . . giving "collegiality" a whole new dimension!

I attach as Appendix C a paper headed "Behaviour Outside the Scope of the Sexual Harassment Policy." Prepared by Paddy Stamp, this formed part of the discussion of gender issues with Principals, Deans, Directors, and Chairs mentioned earlier. Some of those present expressed shock that such attitudes and conduct, rather than becoming extinct, are alive and well. It must be said too, however, that not everyone considered these to be matters of weight or urgency. There is still much to be done with respect to curriculum content, delivery, and appraisal, and those with responsibilities in these areas must act responsibly. The annual orientation for newly-appointed academic administrators which is organized by the Provost and the Vice-President, Human Resources could be one source of advice and assistance.

I believe that another part of the answer lies in the fresh (or freshly-articulated) interest in the quality of teaching and the classroom experience. This is evidenced in a number of ways: the appointment by the Provost in 1989 of an Advisor on Undergraduate Education; the addition to course evaluations in at least two divisions of questions about discrimination, the use of gender-neutral language, etc.; a seminar sponsored by the Dean of Arts and Science on "Teaching in a Research University", which included a workshop dealing with gender issues in the classroom; and the formation of committees/task forces with terms of reference which relate chiefly or in part to the treatment and experience of women in a given faculty or school.

> "I also continue to believe that it is critical to look at male/female academic salaries in a systematic way, and will press again for a study." (June 1988)

• In 1974, as the result of the report of the Committee on Employment Conditions for Full-Time Women Faculty, one in five of the 271 female faculty members reviewed had their salaries adjusted upward; the average award was $1,535 and the total cost just under $80,000. I heard concerns from the time I took office ten years later about gender inequities in academic salaries, and initially sought to update the 1974 data to determine whether there was indeed a basis for the concerns. It soon was clear that this shortcut could not take the place of another comprehensive study.

The 1989 salary settlement with the Faculty Association included an agreement and process to review female faculty salaries. A joint Administration/UTFA committee, to which at UTFA's request I was named an assessor, began to meet later that year. Our purpose has been to ensure that each woman is remunerated at the same level as her male colleagues who have similar years of experience in the field and similar academic accomplishments. With the exception of the clinical staff in Medicine and Dentistry,

all women faculty with appointments of 25% or greater and the rank of Lecturer, Assistant Professor, Associate Professor or Professor are part of the review. The methodology and criteria have been developed to overcome systemic factors:

- length of employment in the field is interpreted broadly
- rank is not considered in the comparison
- merit is not assessed by reference to past PTR awards.

The original agreement with the Faculty Association provided for $200,000 to be allocated on a *pro rata* basis amongst those entitled to a salary adjustment. The review has taken a great deal longer and is now calculated to cost a great deal more than first anticipated - the total increase to women faculty salaries based on 1989/90 figures may well reach $1 million by the time the last adjustment is approved. I am naturally pleased that it has been done, and am generally comfortable with the process. The review committee, chaired by Vice-Provost David Cook, has approached its formidable task with extraordinary care and dedication, and its work rates particular acknowledgment. What *does* concern me, and should concern many others in the University community, is that inequities involving such substantial sums and numbers of people, in this case women, should occur, let alone recur. One member of the review committee, during a discussion of our ever-receding completion date, wondered what "slippage" might already have taken place since our study began nearly three years ago!

> "In drafting its 'minority sex' academic hiring proposal, the Advisory Committee had before it data on numbers of full-time women faculty and recent appointments . . . This information, along with evidence that the academic profile will provide major opportunities for hiring in the 1990's, led the Committee to conclude that it is imperative that we act <u>now</u> to recruit women." (June 1989)

• The proposal referred to appeared in the *Bulletin* in May 1989. My Advisory Committee recommended a formula for developing numerical goals; the object was to bring the percentage of the minority or under-represented sex in the tenure/tenure stream complement up to at least its proportion of the Canadian doctoral pool within five years. There was provision for the regular review and adjustment of targets depending on changing circumstances in the department or faculty. We argued that the proposal was entirely in keeping with the substance and spirit of the University's Employment Equity Policy and Action Plan, and that the opportunities created by the retirements expected in the decade ahead called for urgent action. One aim in releasing the proposal was to encourage public discussion of a problem we considered serious and a solution we considered reasonable; this aim was accomplished. However, apart from scattered expressions of support, reaction was cool, and such formal measures on a University-wide policy basis similarly remained on ice.

In 1990 the Department of Philosophy introduced an employment equity hiring plan aimed at filling two-thirds of the Department's tenure-stream appointments with women over the ten-year period July 1991 - July 2000. While merit remains primary, gender is a further criterion; both will be taken into account in deciding whether to postpone an appointment in order to attract a larger pool of qualified female applicants. At no time, however, will a position be designated as one to be filled by a woman (or a man).

The numbers of women in the academic staff are growing at what many will see as an entirely appropriate and legitimate level given our assumptions about the available pool and our commitment to excellence. This is happening without policy changes, desirable though they are - the 1983 Policy and Procedures on Academic Appointments remains in effect pending approval of a revised document. However, there is no question that the time spent on the Yip Committee's proposed policy changes, the Provost's issuance of administrative guidelines relating to academic searches as well as her public statements and private encouragement, the other efforts of individuals and divisions dedicated to the recruitment of women, and changes (some voluntary, some involuntary) in the general climate around employment equity, are all having their impact.

> "In a capsule description of a session I am organizing for an upcoming conference, I posed the question: 'How can institutions balance their traditional commitment to freedom of expression and their compelling need to ensure an equally encouraging, confident, and secure working and learning environment for all?' " (June 1990)

- This question reflects a tension increasingly present as we strive to fulfill our role as an academic institution in a rapidly changing society.

References have already been made to the University Affairs Board's Special Committee on Student Societies and Human Rights, and the Presidential Advisory Committee on Race Relations and Anti-Racism Initiatives; the latter developed a Statement on Human Rights which, after significant discussion and amendment by the University Affairs Board, was approved by the Governing Council in June 1992. Another PACRRARI interest involves curriculum and the degree to which it is inclusive or exclusive. I've also mentioned my Advisory Committee's concern with orientation, and in the freedom <u>not</u> to participate without being ridiculed or isolated.

The Status of Women Office organized an exhibit for U of T Day 1990 around the theme "Celebrating Our Diverse Community", and invited services and organizations that further the University's efforts to promote safety, fairness, accessibility and understanding. The diverse participants included the Transitional Year Program, Office of the Employment Equity Co-ordinator, Committee on Homophobia, Margaret Fletcher Day Care Centre, Ombudsperson's Office, and the International Student Centre.

The University community has become more accustomed to using inclusive language, due in part (I like to think) to the gender-neutral language guidelines drafted under the direction of the Status of Women Office.

Some University policies included sexual orientation as a prohibited ground for discrimination before its addition to the Ontario Human Rights Code, an action, incidentally, which my Committee and others on campus publicly supported during the at times rough passage of the Bill at Queen's Park.

Is it unrealistic to think of a climate in which everyone can feel equally comfortable at all times? The debate about controls and sanctions - when these are even viable options - continues.

"With adjustments made with a view to recognizing and rewarding work of equal value . . . we can devote our energies to other aspects of employment equity such as the classifications and levels in which women (or men) are heavily concentrated, training and the development of career paths, etc." (June 1991)

• The Employment Equity Co-ordinator's third Annual Report in November 1991 indicates that one of the aims of employment equity is to achieve "equitable representation of designated groups throughout the University's workforce." We are informed that the data accompanying the Report form a baseline for future comparisons, among the results of which I hope will be the ability to obtain "flow through" analyses. One of Mary Lynne McIntosh's recent projects has been an Employment Systems Review which covers all aspects of employment from recruitment to termination, and seeks to identify any potential barriers to the participation and advancement of members of designated groups due to systemic discrimination. Linking the analyses of workforce data with the systems review should help to identify problem areas, suggest the reasons, and lead to possible solutions.

Pursuant to the Employment Equity Policy (1991), the Provost and the Vice-President, Human Resources each established working groups to recommend goals and strategies for the hiring and promotion of faculty/librarians and non-unionized administrative staff respectively. Mary Lynne McIntosh has been working with the Labour Relations section of Human Resources to develop appropriate methods of arriving at equivalent recommendations with respect to unionized staff.

An Employment Equity Sub-committee of the Presidential Advisory Committee on Race Relations and Anti-Racism Initiatives has contributed additional energy and insight. While its focus is on members of visible minorities and aboriginal peoples, many of the Sub-committee's comments have wider relevance, including for women generally. Its report concludes with a reference to the "high degree of local and public cynicism" we risk as an institution if we do not persevere in the achievement of our Employment Equity Policy goals.

The commitments and initiatives the University has assumed with respect to the four designated groups will clearly enhance opportunities for all. I believe too that for a number of reasons a different and separate case can continue to be made for women, and I have noted earlier in this report the President's interest in professional development for administrative staff women. Responsibility for the actual implementation of employment equity measures rests with others; my role as I see it is to encourage, assist, and review (which at times translates into badger, intervene, and snoop) as appropriate in terms of how best to serve the interests of the women at the University.

" 'The Blue and White' also burst forth on the front campus in its new gender-neutral form on U of T Day . . . I am not aware of a sudden or significant surge in the song's popularity as a result of our dedicated work, but as with many of my undertakings I have learned to be patient". (June 1991)

• I did not choose "The Blue and White" - icons must be approached with extreme care - as a priority task. However, since complaints about the bellicose masculinity of the words surfaced following their being sung at President George Connell's installation in 1984 the song was always lurking in the background as somewhat lighter relief to the more immediate language concerns associated with University documents, publications, and other communications.

Language is an equity issue. Its impact on attitudes and behaviour, including, notably, the role of sexist language in both creating and reinforcing gender stereotypes, is the subject of a considerable body of scholarship.

The Advisory Committee planned first to develop a policy as a context in which practical guidelines could then be produced. We subsequently decided to reverse this order, and having enlisted the support of the Provost and the Vice-President, Human Resources in informing the University community of our intentions, a small group of members of my Advisory Committee and of the Ad Hoc Committee set to work. It was a considerable task even with the wealth of models and other reference material available. In October 1989 our proposed "Gender-Neutral Language Guidelines" appeared as a supplement in the *Bulletin*. With some exceedingly colourful and un-neutral exceptions, reactions were generally both favourable and helpful.

A quotation I have used frequently as Status of Women Officer is "If voluntary compliance worked, Moses would have come down from the mountain with the Ten Guidelines." I tend in most cases to be a believer in policy, codes, and accountability. I therefore fully expected to revise and publish the language guidelines in final form to accompany a University policy on language which was taking shape on my personal drafting board. However, other matters of greater urgency kept arising to defer this process. In the meantime I began to receive more requests for the draft guidelines, and colleagues, at least in official communications, began to use more gender-neutral terms. (I give much credit to Provost Joan Foley for her early, unobtrusive, and unwavering leadership with Principals, Deans, Directors, and *Chairs*.) We have now reached the point where gender-neutral language, while certainly not universally adopted, is at least increasingly accepted on campus: I regularly get requests for advice about a given term or expression; a 1986 appendix to a current report jars the reader with its dated male-only pronouns; a faculty refers its calendar to my Advisory Committee to be vetted from the viewpoint of language.

I regret that I did not get around to advancing the guidelines from draft to final form, and I also miss the authority that a language policy might provide to deal with problems that occur. Both moves could have been difficult, however, and given the pockets of resistance from which sniping can still be heard, our unofficial approach has meant quiet gain with little pain. And I leave to my successor the question (e.g. bachelor, master) of degree nomenclature.

b) Looking Ahead

Issues escalate and subside in significance and urgency. Some even go away entirely as the result of changes in policy, practice, attitude, or behaviour. However, there are always new ones, from computer pornography to different impacts on women and men of mandatory retirement. If I were asked to identify three matters to which the Status of Women Office will have to give increasing attention in the remaining '90's, my personal candidates - not ranked, as they are all important - would be:

- **Race, Sex, and Sexual Orientation**

The observation has been made that race, sex, and sexual orientation are seldom remarked on when referring to some one who is white, male, and heterosexual. Visible minority women, and lesbians, regularly face additional discrimination. An American academic writing in *The Chronicle of Higher Education* last fall noted: ". . . the very ascription of minority status confines one to a limited area of action, a constricted space with few choices." Numerous campus studies report a climate of oppression and invisibility, and a significantly greater incidence of harassment, discrimination, and loneliness experienced by lesbian, gay, and bisexual students and staff. Painful illustrations of how issues of race and gender intersect have emerged recently in settings as varied as writers' groups and women's shelters. On-campus, racist, misogynist and homophobic graffiti routinely appear, often defacing posters and bulletin board notices, and more disturbingly on occasion directed at individuals. There have been and will no doubt continue to be difficult situations, but there are also positive and constructive things happening, just two examples of which are workshops (one of the first sponsored by the Women's Centre) on racism and sexism, and the Women's Studies Program's project focussing on black women, aboriginal women, and women from Asia, the Pacific, and Central and South America. Our gender-neutral guidelines attempt to address sexist and heterosexist assumptions ("faculty members and their wives") of everyday language. At a recent meeting of the Presidential Advisory Committee on Race Relations and Anti-Racism Initiatives, a member referred to the "Status of White Women Office." It was a sobering comment. Clearly there is work to be done.

- **Work and Family**

My examination of issues around child care underlines the need to promote an "institutional culture" receptive to and supportive of family life and responsibilities. I note that "Difficulties arise when existing policies are narrowly conceived and inconsistently applied. Procedures can be *ad hoc* , subject to the interpretation, attitude or resources of the supervisor or department involved." Dramatic demographic changes in the proportion of women with children who work outside the home, of single-parent families, and of adult dependents as the age of the general population rises, all point to the importance of family-supportive policies and services. In addition, public policies geared to maintaining people in their own homes rather than in institutional settings inevitably have implications for women as the traditional and primary caregivers. More than ever, the resolution of career/family conflicts is an essential part of achieving equality for women.

- **Complacency and Resistance**

With employment equity policies and action plans approved, pay equity adjustments made, and advances on fronts as disparate as language and parental leave, a certain satisfaction and a sense of a struggle being over have settled in some quarters. Such conclusions are unfortunate and unfounded. Women's work is *not* done, and even advances made must be vigilantly protected lest they be quickly lost. Complacency is, however, the lesser problem. More serious is sustained and powerful resistance to efforts to achieve equity for women and minorities. Following a discussion with Ontario university status of women officers, the COU Committee on the Status of Women observed "Although formal policies and services are now in place for addressing sexual harassment, employment equity, personal safety, etc., there has been a hardening of opposition to enhancing the status of women. Increased economic pressure in an era of little hiring is partially responsible." This opposition manifests

itself comparatively gently and subtly in drawn-out debate (e.g. sexual harassment policy, or the kinds of "biological imperative" arguments heard during the passage of new federal sexual assault legislation). It gains fervour in the theoretical and personal disparagement/dismissal of feminist scholarship and research and those who engage in it, and can reach potentially tragic intensity in harassment, physical threats, and assault. A faculty member interviewed in a video on universities and equity said that she is very much in favour of academic freedom, indeed she believes strongly in it - the problem is, she has yet to see it used in support of women. Her point was brought home to me recently on this campus. A break-in, accompanied by insults and intimidating notes, at a student newspaper office in response to an article which had appeared in the paper has not, despite fairly wide publicity, to my knowledge given rise to a renewed spirited defense of any of the freedoms - academic, of speech or expression, of the press - we quite properly cherish and hear so much about. The article concerned female sexuality.

Speaking in Convocation Hall a couple of years ago, Rosemary Brown described universities as "bastions of turgidity and orthodoxy." Regardless of the extent to which we may agree with this statement, whenever we have evidence to support her words it is up to each of us to act.

. . . . . .

Never one to let an opportunity pass by, I have some closing advice for the next Status of Women Officer.

- Remember that the University of Toronto consists of three campuses. Each has its own character and features. (It is particularly important not to treat Erindale and Scarborough Colleges as identical twins; they are not.) During my early months in office I held question-and-answer sessions on the suburban campuses, to hear ideas and meet people, and I continue to visit the Colleges when a specific need or initiative concerns me (child care), or for meetings and events (December 6 service). Representatives from Erindale and Scarborough who sit on my Advisory Committee regularly remind us when "St. George-ocentric" tendencies threaten to prevail. My work is often at the policy level and can as often be conducted in writing and by telephone. However, I believe that a more systematic arrangement offering greater visibility and "mutual presences" would be advantageous.

- Have numbers ready - you will be asked for them. Regardless of how self-evident a given situation or need you define is to you, be prepared to back it up with data whenever possible. This is the only office wholly devoted to matters which are of concern to or have a particular effect on women *because* they are women. Often part (at times a large part) of the critical supporting documentation will be quantitative; encourage colleagues to include sex as a factor in reports and analyses - there can be surprising discoveries. And there will always be intriguing areas to explore beyond the important but admittedly basic census-type reviews I have done: retirement choices/options (given the probability of women's pensions calculated on lower salaries and fewer earning years), student attrition rates and reasons (for example, some studies suggest that women are more apt to drop out if they consider their academic performance disappointing), the whole world of part-time faculty and staff where so many women make their careers, are a few examples.

- Integrate the work you do with that of others. There will always be attempts to marginalize or trivialize the Office: "How come there's no office for the status of men?" Counter these by forging more links and harnessing more energies; they are there. Yours is a core function. Your issues and tasks - however varied - are all parts of the academic enterprise, whether the subject is sexism in the classroom, child care, orientation, women's studies, or equity in recruitment, advancement, and salaries.

- Accept the fact that you can't do it all, and learn to say No. The perceptions and expectations of the Office differ, and not infrequently conflict. Select your priorities in an attempt to ensure that resources are employed to maximum effect where an effort either is most urgently needed or will be most productive.

- Above all, enjoy the job to the fullest, as I have enjoyed it. You will be inspired and helped by exceptional people. You are taking on a rich mix of principles, personalities, and politics (any of which can tip the scales from one issue to the next), and you have the opportunity to serve the whole University in a way that matters.

Lois Reimer
September 1992

CHILD CARE AND THE UNIVERSITY OF TORONTO

EXECUTIVE SUMMARY OF A WORKING PAPER

(Status of Women Office - January 1992)

1. INTRODUCTION

In June 1991 the then Vice-President, Human Resources asked the Status of Women Officer to prepare a "comprehensive, although succinct" policy paper on child care issues, and to submit it to Michael Finlayson for transmittal to PVP. The paper was to examine key issues and options and to make specific recommendations concerning a course of action for the University. Particular attention was to be paid to the rate of use of existing child care facilities, the need for evening services, and "other innovative approaches to 'day' care," as well as "alternative approaches to the provision of resources in this area, for example, through student aid or other educational subsidies in addition to the direct support of day care services themselves."

2. CHILD CARE AS AN EQUITY ISSUE

National, provincial, and municipal data show an increasing gap between numbers of children requiring care and availability of affordable quality services. In Metropolitan Toronto as of November 30, 1991, there were 6,741 families waiting for subsidies and 3,724 licensed vacancies in day care centres.

At the University of Toronto demographic and income patterns lead to similar concerns around need and accessibility: approximately 65% of the administrative staff, 55% of the students, and 20% of the teaching staff are women. Administrative and teaching staff women tend to be concentrated in the lower ranks and salary ranges, and many find the costs of full-time licensed day care prohibitive. Student incomes are notoriously low. Child care is tied to the ability of individual parents to pay a fee or to receive a subsidy.

The University of Toronto's Employment Equity Policy contains an undertaking to "endeavour to ensure that University policies and practices do not have an adverse impact on the participation and advancement of designated group members ... and make reasonable accommodation for differences related to designated group membership". As women are a designated group for these purposes, and as family responsibilities can clearly lead to "differences", the Employment Equity Policy represents an intent and commitment on the part of the University that supplements and indeed goes beyond those staff policies and practices traditionally and directly associated with parenthood. Child care is thus a component of equity.

3. U of T POLICIES/SERVICES

The present Day Care Policy sets out the financial subsidies the University will provide to on-campus day care centres and describes the reciprocal responsibilities of the centres. Policies to assist staff to meet family commitments include maternity leave, adoption leave, flexible working hours, personal leave days and provision for administrative staff to move to part-time appointments in order to accommodate child care responsibilities. There is a parental leave policy for graduate students. The Policy on Student Housing states that child care facilities should be included in family housing.

Four licensed day care centres (including OISE) provide 170 places (20 for infants) on the St. George and Scarborough campuses. A nursery at 35 Charles Street West can accommodate 24 pre-schoolers per half-day session, and a drop-in "child care resource centre" operating on a pilot basis at Erindale has space for up to five (three infants) at any one time.

In comparing places available and occupancy rates, it is important not to fall under the illusion that one is comparing supply and demand. In the day care world use is not a measure of demand or need as much as it is a measure of affordability.

4. RANGE OF PROBLEMS

Staff- and student-parents describe delay, confusion, and frustration in trying to obtain information to help them deal with their child care needs, and also their sense of isolation.

Policies may be narrowly conceived and inconsistently applied; procedures *ad hoc*, subject to the interpretation, attitude, or resources of the supervisor or department involved. Specific policy areas identified for review include day care, maternity leave, sick leave/personal leave, and academic appointments.

With respect to the present centres/facilities, infant care is woefully inadequate (and particularly expensive, with the real cost usually spread over all ages). Needs have been expressed for a range of part-time, emergency, and "atypical hours" services.

It is clear that "day" care is too narrow a policy focus. "Child" care is an improvement, but even child care captures only one of a related set of extra-university responsibilities that can interfere with staff, student, and faculty productivity, as well as undermine our institutional commitment to equity.

5. RANGE OF STRATEGIC OPTIONS

In order to underline the breadth of the issues involved and to provide a basis for informed discussion (consistent with the designation "working paper"), the report describes a range of solutions rather than specific recommendations.

In reworking its child care strategy the University of Toronto has five options:

1. defer consideration of the needs identified and reduce its present commitments, citing budgetary pressures;
2. defer consideration of the needs identified while maintaining its present policies and procedures;
3. address the needs identified on an *ad hoc* basis;
4. broaden its policy-making framework towards a "work and family" model that will form an integrated approach to balancing University and extra-university responsibilities;
5. refurbish the old notion of *in loco parentis* and try to become a miniature welfare state.

The real choice is between Options Three and Four: piecemeal improvements or integrated planning. Option Four takes a broader approach, requires both long- and medium-term planning, and entails a review of all policies and practices from the perspective of their direct relationship to or systemic impact upon the need to meet family responsibilities.

6. RANGE OF SOLUTIONS

a) Information

- a "Family Care Advisor" to promote awareness of and facilitate a sensitive response to issues around child care and other family commitments. The term "family care" is proposed to encompass an initial and primary focus on needs associated with children, to be extended subsequently to those arising from other aspects of family life including the care of elderly or infirm dependents;
(Note: Some employers contract out this service.)

- a location for parents in the University community to develop as a resource centre;

- links with external organizations/agencies with related interests and expertise (e.g. the Ontario Coalition for Better Child Care).

b) Policies/Practices

- **Day Care:** should be only one component of a broader approach to child care and revised to include provision for other models of service;

- **Maternity Leave/Parental Leave:** respond to the extension of Unemployment Insurance benefits for a further ten weeks' parental leave by similarly extending the salary provisions in place for maternity leave;

- **Sick Leave/Personal Leave:** given the importance of flexibility in the management of family responsibilities, develop a "family leave policy" enabling staff to take a certain number of days to deal with family-related needs;

- **Academic Appointments:** address fully the needs associated with combining academic careers with family responsibilities;

- **Administrative measures to deal with day-to-day situations:** e.g. provide telephone access time for family reasons, allow costs for child care on travel expense claims, check meeting times (particularly early-morning or late-afternoon) for potential conflicts with family commitments; in the case of students, for example, clarify policy on extension of deadlines for family care emergencies.

c) Centres/Facilities

- diversity, in everything from philosophy and degree of parental involvement to organizational structure, size, location, hours of operation, and cost;

- flexible services, e.g. part-time care, both scheduled and impromptu, in licensed centres, baby-sitting co-operatives, or other settings, drop-in centres (near "high density" areas), extended hours (including - depending on demonstrated interest - evenings and weekends);

- fee-for-service care (meetings on campus, parents with unexpected or occasional needs, conference visitors);

(Note: More infant care is an undeniable need, but without substantial subsidies the cost is beyond the reach of many.)

- access to buildings and facilities within buildings: e.g. ramps, high chairs in food services, "change tables" in washrooms.

d) Costs

Many of the policies and procedures being discussed obviously have price tags and do not lend themselves to "cost-benefit analysis" models of decision-making developed to maximize profits. It is nonetheless naturally in everyone's interests to keep costs down.

The University might reduce user costs by: increasing financial assistance to on-campus centres, for example, by assuming some salary costs or additional operating expenses; "buying" some spaces and making them available to students and staff at lower or no cost (eligibility could be based on OSAP status or salary level); "bridging" parents who have applied for and are awaiting subsidies; providing bursaries for student parents to help meet child care costs.

The University might reduce its own costs by: exploring opportunities to pool resources with neighbouring employers; insisting that planning for renovations and new construction include consideration of incorporating model(s) of child care; exploring the economics of contracting out rather than creating its own facilities; using policy initiatives such as extended paid leaves, flexible/reduced/compressed work patterns, job sharing, formal provision for family illness and other emergencies, etc., where these are less costly than reliance on day care; lobbying for more municipal subsidies, perhaps a "student pool" in view of the limitations of OSAP; applying for any federal or provincial funds ear-marked for relevant initiatives.

Note: One area in which the University absolutely should not consider cost-cutting is in the matter of wages for child care workers.

7. CONCLUSION

The working paper endorses Option Four in section 5. Questions around how best to design, develop, and deliver the needed services call for expertise, experience, and commitment. These are all available within the University community, and should be tapped. The University should strike an advisory committee on child care, composed of individuals drawn from across the University because of their involvement with child care or their insight and interest as parents, to review the delivery of child care services on campus, consider the needs that have been identified, and make recommendations. It is suggested that the advisory committee's first task be to explore the feasibility and implementation of a pilot "drop-in" child care facility on the St. George campus commencing September 1992.

The University of Toronto is committed to implementing employment and educational equity. While prime responsibility for the provision and funding of child care services properly rests in the public sector, the University's role as both educational institution and employer is significantly enhanced by a determination to take what policy and other steps are possible to ensure for students, faculty and staff the maximum opportunity to combine academic and career goals with family life.

Lois Reimer
January 1992

ADVISORY COMMITTEE TO THE STATUS OF WOMEN OFFICER
1991 - 1992

Rona Abramovitch
Division of Sciences (Psychology)
Erindale College

Jane Abray
Division of Humanities (History)
Scarborough College

Susan Addario
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Women's Studies Programme
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Jacquelyn Scott
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Sexual Harassment Officer

Marilyn Van Norman
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Astrophysics

BEHAVIOUR OUTSIDE THE SCOPE OF THE SEXUAL HARASSMENT POLICY

The following are all examples of incidents which were reported to the Sexual Harassment Office in the 12 months between February 1991 and January 1992, but which fell outside the scope of the University's Policy and Procedures: Sexual Harassment. They were originally assembled in January 1992 at the request of the University Affairs Board, in order to illustrate the discussion about whether, and how, the University's definition of sexual harassment should be broadened.

The examples were collected from files in the Sexual Harassment Office, in no particular order. Some detail has been excluded or changed in order to preserve the anonymity of those involved. None of the complaints was dealt with through the Formal Complaints procedure provided in the Sexual Harassment Policy, and very few were dealt with through other University policies. In some instances the person complained of, or that person's supervisor, had also contacted the Sexual Harassment Office, and in some instances there were multiple complainants. For the most part, however, what is presented here is one version of events.

There has been some selection involved in the preparation of these examples. Complaints about the display or distribution of pornographic magazines in the workplace were included in the original list provided to the University Affairs Board; after discussion, the UAB recommended that the behaviour which formed the subject matter of those complaints should be brought within the framework of the Sexual Harassment Policy. Otherwise, I have omitted examples which were not relevant to those policy discussions. These include complaints about the content of assigned texts or of books on reading lists; about the editorial tone or politics of campus newspapers; and about the perceived political sympathies of faculty members. They also exclude complaints of conduct which might properly be described as harassment, but where the methods and the imputed motives of the alleged harasser had nothing to do with the sex or sexual orientation of the complainant.

Comments in the classroom

Almost all of the incidents of verbal conduct in the classroom fell outside the policy because the behaviour complained of was not "directed at one or more specific individuals". In a few examples, the individuals making the complaint felt themselves to have been affected by the behaviour, but were not the direct targets of it.

• A male student withdrew from class - he was uncomfortable with the professor's unrelenting stream of sexist remarks, and the fact that he had kissed an unwilling female student in class. The woman was not prepared to complain.

• An undergraduate complained that her professor kept making remarks about today's Sunshine girl, about his own sexual prowess and high level of sexual activity, and derogatory remarks about prominent women: for example, that Audrey McLaughlin only got where she was because she is female.

• A professor said to his class "does anyone know of a good strip joint I can take a visitor to?" Male students offered suggestions.

•A professor told the class that "rape is a natural urge". When a group of students confronted him in class he ridiculed them. The students contacted the department chair who was sympathetic and asked the professor to apologise. The professor apologised in a manner which had half of the class laughing and again made the students feel ridiculed.

• During teacher evaluation a professor said "last year in the student evaluation there were questions on homophobia, sexism and racism - I didn't mind, I scored high in all three." Some of the students in class laughed.

• A professor put a picture on the overhead of two apes with a sexist caption. In this instance he was confronted by women and men students and apologised.

• A male professor commented that it would be "more fun to teach you if you were all naked."

• A group of students complained about their professor drawing parallels between male sporting activities and male homosexual practices. Students had been warned beforehand that the subject matter of the class might cause offence. Some students complained because the professor was saying "homosexuality is better than heterosexuality", others because they found the class content distasteful.

• A student looking at issues of sexism and homophobia in the subject area the class dealt with was first told not to bother with that stuff. When she persisted in doing her presentation the professor interrupted, challenged and contradicted what she had said to the whole class, and expressed the view that women are coddled and benefit by sexism: as evidence of this was the experience of women in his family. He invited the male students to agree with him. The student felt ridiculed; as a result of the incident she chose a different topic for study.

• One student was scared to discuss her assignments with the professor because of his sarcastic and scathing comments in class. When another woman student had observed that a particular author overlooked women, this had resulted in a prolonged verbal attack on her for her incomprehension, her "boring feminism", her lack of application to the text. The professor had shouted at her and the entire class had been silent for the remaining hour. The student who was the target of this outburst did not view it as sexual harassment and characterised the professor's behaviour as a reaction to her feminism, not to her sex or sexual orientation. The first student noted that she had not herself been attacked, but that the professor's conduct had nonetheless affected her.

• A woman student was heckled and barracked by men in class while she read a presentation. The professor took no action to control the class.

• A woman student raised a concern about sexism in the assigned text. The professor's response was very hostile: he attacked feminists for having narrow concerns and launched an angry tirade. When the student started to cry he kept demanding that she look at him and listen to him.

Comments in the workplace

Verbal communication may be directed at an individual for the purposes of the policy even if it is not a direct communication to that individual: for example, in one instance a secretary complained of the comments two colleagues had made to each other in her hearing. The comments in that case were clearly directed at her, and intended primarily for her ears. The examples below, however, are chiefly of remarks which were not directed specifically at the complainant.

• A staff member complained that male colleagues would gather around the coffee machine near her desk and tell obscene jokes. She did not think the jokes were directed at her but could not avoid overhearing.

• A director was standing at his secretary's desk, when the phone rang. She informed him that the call was from his former wife, and he decided to take it on her phone, rather than walk over to his office. He stood at the secretary's desk for about ten minutes, talking with his ex-wife about her sex life and discussing lovemaking in great detail. The secretary felt extremely uncomfortable throughout the conversation but thought she should remain at her desk.

• Two male professors discussed an upcoming appointment one of them had with a female colleague they both considered attractive. The conversation took place in a reception area, where a secretary and two clerk-typists worked. The professor with the appointment said: "I've just scheduled her for half an hour, and that's not long enough for us to really *do* anything." They continued talking as if the appointment had been made for a sexual encounter, not to discuss research (the real purpose). This was not the first time the secretary and clerk-typists had had to listen to such an exchange.

• Soon after a new professor was hired in the department, two secretaries discovered that messages about sex had been entered on their computers. New messages appeared on an almost daily basis, and they soon dreaded coming in to work each morning.

• Several staff and faculty members were in the mail room, collecting and reading their mail. One professor found a newspaper in his box and noted (aloud) that it contained an item about GLAUT. He then proceeded to make a number of negative comments about gays---how sick they are, how he found their sexual practices disgusting, etc. An administrative assistant who overheard the remarks was deeply offended and close to tears.

• A male staff member was often heard commenting to co-workers about the bodies of women who work in the department. He compared their breasts to different types of fruit, speculated on their sex lives and made judgements about which of them were most attractive and most able to satisfy a man. One woman has been able to get him to stop making such remarks about her (at least in her presence) but is still disturbed by his comments to (and about) other staff.

Activities during orientation and in residence

The following complaints could not be dealt with under the Sexual Harassment Policy in some instances because the behaviour was not directed at "one or more specific individuals" - for example, where the objection was to a slogan on a T shirt; and in other instances because it was not possible to identify the people involved.

• A group of male students gathered late at night outside a women students' residence chanting and yelling such things as "I like to drink beer and screw women" and "We like to fuck women".

• Complaints have been received about a variety of slogans painted onto T shirts and clothing worn by men: examples include "where there's a hole, there's my pole" , "fuck me dead", and "I fucked ten chicks last night, can't wait for the next family reunion". Women also complained about slogans painted onto their own clothing by orientation leaders, about group chants, and about games or fights where students were smeared with paint or food or soaked with water. In particular, women students complained about the way in which orientation activities were sexualised, and women became the targets of pranks orchestrated by older, larger male students.

• There have also been complaints about the public display of pornography in men's residences, and the printing of residence T shirts with slogans such as "College code of honour: get honour and stay honour".

Paddy Stamp
Sexual Harassment Officer

April 1992